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ABSTRACT

Materials contained in this booklet (one in a series of seven) highlight the processes involved in consultation and provide description and examples of shared decision making in the implementation of career education. A section is devoted to the rationale and practice of using career education practioners as consultants. (Booklet 7--Planning and Management--is designed as companion material to this booklet.) Major topics discussed include the following: what is consultation, skills bank catalog, practitioners as consultants, evaluating skills and services, shared decision making, resistance to career education, larger cooperative units, and examples of shared decision making. (TA)

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CAREER EDUCATION DISSEMINATION PROJECT

IMPLEMENTATION BOOKLET #1

CONSULTATION SKILLS AND SHARED DECISION - MAKING

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Office of Occupational Education

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OVERVIEW

The processes involved in consultation will be highlighted first in this booklet, followed by a description and examples of shared decision making in the implementation of career education. A section will be devoted to the rationale and practice of using career education practioners as consultants.

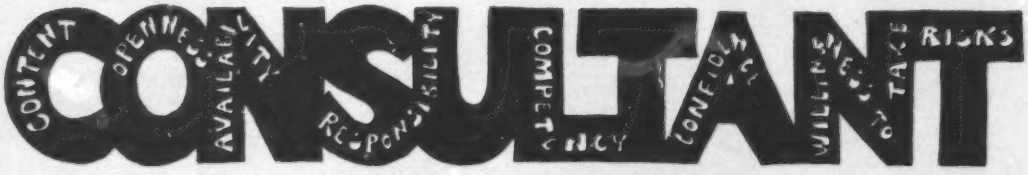
Booklet #7 - Planning and Management is designed as companion material to this booklet.

WHAT IS CONSULTATION?

Consultation is a rather fancy term for the process of drawing upon the experiences and expertise of various people. Successful career education programs almost invariably have used consultants from outside the organization as well as internal consultants. The utilization of both external and internal consultants creates stimulation for change as well as follow through capability.

The skills necessary to be a consultant as well as how to use consultant services needs to be elaborated upon. The description of the consultation process will also further clarify Steps 3 through 7 of the implementation model dealing with communication, support systems, group decision-making, negotiation, and resistance. (See Implementation Booklet #7 - Planning & Management.

A list of desirable traits for effective consulting can be formidable. Usually such characteristics as openness, content, competency, confidence, responsibility, and availability are considered necessary for a consultant.



Of equal importance is the willingness to take risks. Trying to stimulate changes in school curriculum, policies, and staff roles involves risk. The effective giving of suggestions and advice requires a willingness to enter into a two-way relationship of giving and accepting suggestions, advice, and compliments. Consultation is a helping relationship where experience and expertise is shared. Any helping relationship requires open communication and mutual influence. Consultation is a process and the consultant is a role more than it is a person or a position.

An example of a consulting relationship would be a career education specialist consulting with a teacher about a curriculum unit. If the specialist is able to jointly plan and implement components of the unit, an effective consultation relationship is more likely. Mutual feedback and a willingness

of the specialist to model specific skills are essential. The teacher may be the consultant in terms of knowledge of student needs and curriculum continuity. Mutual feedback also minimizes the tendency of some people to become overly dependent on a helping relationship and to resent this dependency.

Examples of Consulting Activities

... Suggesting strategies, materials.

... Acting as a "sounding board" in thinking through problems.

... Helping brainstorm alternates to problems.

... Encouraging and complimenting efforts.

... Teaming in the delivery of services.

... Researching methods and strategies.

... Collaborating on projects with both parties making unique contributions.

Consultation in career education is often a mutual learning process with teachers experienced in career education concepts sharing with other teachers who add their own expertise.

The experts in career education are largely the practioners who have incorporated career education into their professional roles. Administrators, teachers, counselors, community members who have worked with career education are the relative experts. Other areas of expertise, such as evaluation, career development and group dynamics are also needed at times.

External Consultants

An external consultant is usually considered someone from outside the school or education agency. It may be an educator from another school, a state or federal agency staff member or a member of a private consulting firm.

Using external consultants has several advantages for there is something to the saying "it's difficult to be a prophet in your own land." Outside consultants may have some initial credibility associated with the novelty and importance associated with bringing in "experts." Outside consultants may also find it easier to take some risks in making suggestions and recommendations. An outside consultant, especially in the area of evaluation, may be considered more objective.

Potential difficulties in using external consultants revolve around the difficulties of an outsider learning the context of the education problem in a short time period, as well as the lack of follow through. Many experienced external consultants will not work with a school district unless adequate provision for context study and follow up activities are built into the consultation contract.

Various implementation and change process strategies can be used to maximize the effectiveness of external consultants. Developing internal consultation

resources is one strategy described in the next section. Other planning strategies which will facilitate long range follow up are described in Implementation Booklet #7 - Planning & Management.

Internal Consultants

If a school district is to grow in programming and be able to cope with change, internal consultation resources must be developed. The limitations of using external consultants in terms of lack of context knowledge and lack of follow through opportunities becomes advantages with internal consultants. The lack of credibility, objectivity and the relatively higher risk conditions become the problems.

If a school district actively solicits expertise from within, by identifying the variety of talents and experiences within the school staff and community groups, using such expertise whenever possible and providing incentives for all participants, the limitations of internal consultants are largely overcome. Peer consultation is often the most persuasive. Initially, however, people will need encouragement to take on a consulting role with their peers.

Career education student activities provide many opportunities for using a variety of school staff and community members as resource people in the classroom. The concept of using internal resource people needs to be applied to the development of programs. The following survey with introductory letter of explanation is one example of how to incorporate internal consultants into a school-community resource directory. This is described further in Implementation Booklet #5 - Career Learning Centers.

SKILLS BANK CATALOG

There are many people who have talents and skills among Roseville Schools personnel; yet many of these are unknown to fellow workers and staff in other buildings.

The following questionnaire has been developed to collect information about skills, knowledge and/or experience that you might have in a variety of areas. Although you may not consider yourself an expert, it is likely that you have had experiences or access to information that may be helpful to others. The information compiled from the questionnaires will be put in a catalog which will be available to staff in a particular building or to all staff in the school district.

Following the distribution of the catalog, its use can be as varied as individual needs dictate. For example, (1) staff from different schools could share information about curriculum materials, (2) a teacher might contact someone in the catalog to talk to a class or to an individual student about a particular area, (3) a staff member interested in developing a project might talk with a colleague who has had experience with a similar activity, (4) individuals might contact each other to talk about areas of mutual concern or interest.

The development of a skills bank catalog is a cooperative effort of three Roseville Schools programs: the Secondary Career Education Project, the Community Corrections Delinquency Prevention Project, and the Human Relations Department. It was felt that the specific objectives of each of these programs would be furthered if a way could be found to more fully utilize the human resources that currently exist within the school district. It is our hope that the skills bank catalog will be a step towards that goal.

1/7/75

Arland Benson
Faith Ralston
Barbara Whitmore

Name_____ Building_____
Position_____ Grade Level_____

STAFF SKILLS INVENTORY

Please select the skill or interest areas that apply to you, giving specifics when possible. Also, circle all appropriate letter(s) indicating how you would like your skills to be shared: A--Willing to share with other staff in your building; B--Willing to share with other staff in the school district; C--Willing to share with students; D--Willing to help plan a workshop or in-service meeting.

A B C D 1. Special curriculum units, i.e., metric system, career education. Please describe.

_____

_____

A B C D 2. Activities or projects you've used in class that have been particularly successful, i.e., special art projects.

_____

_____

A B C D 3. Approaches or techniques in classroom management that have worked for you, i.e., behavior modification techniques, class meetings, teamings.

_____

_____

A B C D 4. Working knowledge of communication/interpersonal/human growth theory, i.e., Transactional Analysis, Teacher Effectiveness Training, Adlerian psychology, group dynamics, Glasser.

_____

_____

A B C D 5. Knowledge of community resources for kids, ie., drug education resources, Y.M.C.A., church group, service club.

_____

_____

A B C D 6. Experience or skills in working with families, i.e., parent conferences, home visits, parent discussion groups.

_____

_____

A B C D 7. Student diagnostic skills, i.e., learning needs, self concept, behavior difficulties.

A B C D 8. Experience in working with special student needs, i.e., diabetic, hearing difficulties, acting-out behavior, gifted students

A B C D 9. Proposal writing, program evaluation, etc.

A B C D 10. Pre-school education.

A B C D 11. Career experience other than current job. Also indicate if you are interested in a vocational exchange or internship in the community: YES NO I WOULD LIKE MORE INFORMATION

A B C D 12. Experience or interest in working with students on a one-to-one basis, i.e., Volunteer Probation Officer, Big Brothers or Sister

A B C D 13. Hobbies, interests, recreational activities, travel experiences.

A B C D 14. Other areas not listed.

15. Other people you would suggest complete this survey, i.e., substitute teachers.

Ideally, both external and internal consultants will be used in implementing career education programs. The advantages of both external and internal resource people can be highlighted and the limitations eliminated by using a combination approach: school staff can be resource consultants for community problems and vice versa; staff in one building or position can act as resource consultants to other buildings, departments and/or positions.

For example, career educators can often be helpful consultants to businesses and unions in areas of training programs, employment practices and personnel policies. In turn, business and labor representatives can be helpful to schools in areas of job preparation, employability skills and use of the community as a learning resource. Within the staff of any moderate or larger school system there exists a multitude of skills and expertise that can be tapped for staff inservice and organizational problem solving.

PRACTITIONERS AS CONSULTANTS

The first step in building a skilled, confident practitioner consultation team is the selection of staff who have a strong committment to career education. Besides committment, staff members will need to have credible experience in implementing career education and the willingness to share such experiences in a manner that is positive, but not prescriptive.

Community members who have had extensive involvement in several career education activities such as task forces, advisory committees, school-community exchanges and internships, adult education programs and student learning activities can also contribute a great deal.

Needs for Practitioner Consultation

The need to consider a variety of peer models in influencing behavior is a conclusion of social learning research done by Bandura and found in "Handbook of Psychtherapy and Behavior Change" (Bergin and Garfield, 1971).

The need to use trustworthy communication agents in influencing attitude changes is a conclusion of social influence research by Goldstein in "Psychotherapy and the Psychology of Behavior Change" (Goldstein, Heller, and Sechrest, 1966).

Perceived similarity is a significant factor in influencing opinions, attitudes and behavior, according to a literature review of social influence theory and social learning theory by Benson, (1973).

The AIR Survey (1976) found that staff development was most successful when it involved local staff experts.

The research in organizational development and job design, as reviewed

by Likert (1958), shows the need to view staff growth and staff morale as tangible outcomes of programs.

Resources:

Benson, Arland N., "A Differential Approach to Orientation to Group Counseling," unpublished doctoral dissertation, University of Minnesota. 1973.

Bergin, Allen E. & Garfield, Sol L., Handbook of Psychtherapy and Behavior Change: An Empirical Analysis, "Psychotherapy Based Upon Modeling Principals" by Albert Bandirro, Stanford University, John Wiley & Sons, Inc., New York. 1971.

Goldstein, Arnold P., Heller, Kenneth and Sechrest, Lee B., Psychotherapy and the Psychology of Behavior Change, John Wiley & Sons, Inc., New York. 1966.

Likert, Rensis, New Patterns of Management and Human Organization, Abridged: "Measuring Organizational Performance," Harvard Business Review. March-April, 1958.

EVALUATING CONSULTATION SKILLS AND SERVICES

Process or formative evaluation can use questionnaires and surveys of the target population(s).

The following knowledge test and questionnaire may be used:

Knowledge and Attitude Test Items

Consultation Skills and Shared Decision-Making

1. Describe the basic elements of a consulting relationship.
2. What are four basic characteristics of an effective interpersonal climate for organizational decision-making?
3. List three task behaviors and three climate behaviors that you might observe in a group in order to evaluate how well the group is functioning.

Evaluating Consultation Skills

In assuming a consulting role, evaluation of the effectiveness of consulting relationships can improve skills and highlight the two-way nature of the consultation process. The following rating scale has been used to evaluate specific personal skills of the consultant role and could be used with staff, parents, and high school students.

Instructions: Your reactions to consulting with _____ would be appreciated. Please complete these rating scales.

Reaction to working with _____
Your name is not necessary.

	Strongly Agree	Agree	Disagree
1. Seemed sensitive to my goals and needs.			
2. Easy to understand and communicate with.			
3. Seemed easy to approach for help or consultation.			
4. Helpful in finding solutions to problems.			
5. Knowledgeable about career education.			
6. Direct and open in purpose and methods.			
7. Listened to and used my suggestions also.			
8. Additional comments and suggestions.			

A questionnaire which focuses on broader aspects of the problem solving and organizational decision making might also be used.

Decision Involvement Questionnaire

1. The rationale for the career education program is:
   _____ very clear to me
   _____ somewhat clear
   _____ unclear
   _____ other _____

2. The degree of my personal involvement in the planning of the career education program is:
   _____ I feel primary involvement
   _____ I feel a limited involvement
   _____ I feel uninvolved
   _____ Other _____

3. The degree of my personal involvement in the implementation of the career education program is:
   _____ I feel primary involvement
   _____ I feel a limited involvement
   _____ I feel uninvolved
   _____ Other _____

4. The decision-making process utilized was:
   _____ a true consensus
   _____ a majority, near consensus
   _____ a successful power play by a few
   _____ almost authoritarian in nature
   _____ other _____

5. The amount of unresolved conflict at this point is:
   _____ practically non-existant
   _____ fairly well-defined
   _____ hidden
   _____ other _____

6. The amount of cooperation I observed was:
   _____ very evident
   _____ evident at times
   _____ subservient to competition
   _____ other _____

7. The individual contributions of (name) _____ were:
   _____ very evident
   _____ somewhat evident
   _____ not observed
   _____ other _____

8. The individual contributions of myself were:
   _____ helpful and recognized
   _____ not helpful, please comment _____
   _____ helpful but not recognized

9. Additional Comments:

The Decision Involvement Questionnaire is closer to measuring some of the outcomes of consultation. Other measures of long term results would be appropriate if the consultation was part of a long range planning and implementation program.

SHARED DECISION MAKING

The model of consultation described here is one of mutual influence helping relationships; not one of authoritarian direction. A school district that makes decisions and solves problems in a way that involves the people directly affected by the decision is the most compatable with the use of internal and external consultants. More importantly, a participatory decision making philosophy is the most compatable with the goals and philosophy of career education.

Coping with Alienation

Some elaboration is needed as to the needs and potential uses of support groups in school and work settings. Studies of worker alienation as summarized in Work in America (1973) point to four conditions which counteract alienation. A feeling of mastery of the work tasks and a sense of autonomy or self-control are two factors necessary for worker satisfaction. A belief that one's activities are of value to others and an awareness of psychological support comprise the two other satisfaction conditions. Support systems consisting of planning and implementing teams are major recommendations for dealing with worker alienation through job redesign. School staff and student alienation seem related to the same four conditions of worker alienation found in both blue and white collar occupations (March, 1974).

It would seem that in the process of implementing career education in the schools a great deal of modeling of conditions of career satisfaction should be a core objective. The processes of involving staff, students, and community in shared decision-making and support teams should reflect what is known about sources of worker satisfaction

Effective Organizational Decision-Making

Understanding what is going on in the school-community setting as an organization is necessary in implementing career education. The organizational process and structures of solving problems and implementing decisions may require extensive observation and study. Productivity and human relations aspects of organizational decision-making and problem-solving are interdependent. A balance of both is necessary and neither is more important than the other. A test of a good decision, one which will be carried out wholeheartedly, is not whether it has been unemotionally made, but rather whether all of the emotions

and "hidden agendas" have been expressed, recognized, and taken into account.

Data about feelings and emotions need to be a part of any practical decision-making process. Constructive conflict or confrontation is a necessary part of organizational decision-making. Conflict is constructive however, only if the real feelings and intentions are openly dealt with--a mere ventilation of feelings may have little or no value and in many cases is destructive.

Characteristics of a Healthy Problem-Solving Organization

1. Open communication of ideas, feelings, and intentions across staff and up and down line hierarchies, i.e., messages are sent and received between superintendent, principal, and teachers in equal balance.

2. New ideas from within and without the organization are incorporated.

3. Cooperation is valued over competition.

4. A high level of trust is present.

5. Risk-taking is encouraged.

6. Decisions are made with tentativeness or a provisional try attitude.

7. A feeling of cohesion or belonging is balanced with an appreciation of differences.

8. People who are affected by decisions have the opportunity to participate in the decion-making process.

9. Delegation of tasks is such that a large number of persons find themselves assigned to tasks of high responsibility.

10. Decisions are made with the necessary commitment and clarity for implementation.

Process Consultation

Process consultation consists of observation, diagnosis, and recommendation. Process observation may be initiated by an outsider observing specific problem-solving and action planning meetings and the general organizational climate for change using the "Characteristics of a Healthy Problem-Solving Organization."

The following observation form can be used for specific group meetings, for the overall processing of an organizational decision, or as a periodic check point in a group's development.

Process Observation of Organizational Decision-Making

1. Did the group clearly specify what is to be decided so that all understood?

2. Did the group discuss many possible alternatives before deciding?

3. Were the views of all the members (even the less active) requested?

4. How much attention was paid to the way the group was working?

5. Was the condition that all group members should be able to work toward improving the problem area discussed and resolved by the group?

6. Were all of the suggested alternatives explored to discover their advantages and disadvantages?

7. When discussing and when arriving at the final decision was silence interpreted as agreement?

8. The decision was made by: a) one person, b) a minority of persons, c) a majority of persons, d) consensus of all members.

Process observation needs to be an ongoing part of groups and organizations. Gradually members of groups within the school-community need to be encouraged to assume the process observer role for short periods of time on a rotation basis.

Educating and modeling of process consultation needs to include the reporting of process observation and the tentative diagnosing of organizational decision-making problems. Three of the most common organizational decision-making problems are conflict, apathy, and indecision--each with its own symptoms and possible diagnosis (Bradford, Stock & Horwitz, 1961).

A. Conflict means disagreement, argument, tension, impatience, and lack of listening.

Diagnosis--The group or organization may have been given an impossible task and members are frustrated, feeling that they are unable to meet the demands made of them; or the task is not clear or is too disturbing.

Additional Symptoms to Look for:
...every suggestion made seems impossible for practical reasons
...everyone seems to feel pushed for time
...members have different ideas of the group's task.

B. Apathy includes indifference, boredom, lack of enthusiasm, or follow through, satisfaction with poor work.

Diagnosis--The problem upon which the group or organization is working does not seem important to the members or may seem less important than some other problem.

Additional Symptoms to Look for:
...members fail to follow through on decisions
...questions raised about what is really the group's task
...confused or irrelevant statements are allowed to go by
...members wonder about the reason for working on this problem
...suggestions are made that we work on something else.

Diagnosis--The problem may seem important to members but there are reasons which lead them to avoid attempting its solution; such as conflict of interest or fear of consequences.

Additional Symptoms to Look for:
...there are long delays in getting started
...there is much irrelevant preliminary conversation
...members are reluctant or embarrassed to discuss the problem.

C. Indecision refers to inadequacies in the decision-making process as seen by fear of the consequences of a decision, conflicting loyalties among organization members, or interpersonal conflict among members.

Diagnosis--There may have been premature calling for a decision, or the decision is too difficult, or the decision group is low in cohesiveness and lacks faith in itself.

Additional Symptoms to Look for:
...the group swings between making too rapid decisions and having difficulty in deciding anything.

Diagnosis--The decision area may be threatening to the group or organization either because of unclear consequences, fear of failure for the individual members, or fear of reaction of others.

Additional Symptoms to Look for:
...the group or organization lacks clarity as to what the decision is
...there is disagreement as to where consensus is
...a decision is apparently made but challenged at the end
...members refuse responsibility
...there is continued effort to leave decision-making to the designated leader, a subgroup, or an outside source.

Reporting upon the observations and diagnoses made is often the most difficult part of process consultation. In developed groups and organizations some outside stimulation is often needed to initiate looking at the decision processes being used. Analyzing the decision process can be threatening to some people and uncomfortable at times for most people. For the person and the support group hoping to implement career education programs the following guidelines are useful.

1. Don't expect that your organization can change rapidly from "poor" decision-making to good. Whatever change takes place is likely to be gradual.

2. A long range goal is to educate members of the organization so that they can process their own decision-making.

3. Your primary need as a change agent is to analyze carefully what the actual organizational decision-making processes are.

If you decide to initiate teaching of process consultation, simulated tasks might be processed with simpler observation instruments such as items 1 and 2 in the following form.

Participation, Influence, Atmosphere

1. Participation. Observe for differences among members in the amount of verbal participation.
   Who are the high participators? Who are the low participators?
   Participants who shifted in their degree of participation?

2. Influence and participation are not the same. Some people may talk a lot yet not be listened to by others; some may speak only a little yet others tend to listen to them.
   High influence members? Low influence members?
   Participants who shifted in their degree of influence?

3. Atmosphere. People differ in the kind of atmosphere they like in a group. See if you can differentiate between people preferring a friendly, congenial atmosphere, and those preferring a more conflict-oriented atmosphere.

   Prefer a friendly, congenial atmosphere?

   Prefer an atmosphere of conflict and disagreement?

Conditions of Member Satisfaction

The individual feelings of members of an organization are interdependent components of organizational structure, and the quality of outcomes. Extensive research as reviewed by Heslin and Dunphy (1964) indicate three major conditions affecting member satisfaction in problem-solving groups.

Clarity of group and organizational goals is closely related to member assessments of satisfaction. Explicitly determining long range goals and specific short term objectives is necessary if individuals are to feel positive about participation. Explicit and realistic goals are needed for every committee meeting, faculty seminar, etc.

A second condition vital to group member satisfaction is the feeling of freedom to participate. Decision-making cannot be separated from decision-implementing and a broad based involvement of people is necessary. As schools grow and become more complex the need for a variety of experiences and contributions increases rather than decreases. It should be noted that it is the perceptions members have of participation options that is important. Organizational members may not always exercise their option to actively participate but they want that option available.

The third condition contributing to individual satisfaction with group and organizational membership is the degree of resolution of status inequalities. Status inequalities might be differences in occupational position, social status, age, education, etc. The resolution of natural status differences does not mean their elimination, but it does mean that individuals feel that they belong, and that they are valuable contributors regardless of status position. Individuality is prized more than an artificial sameness. In general, wide spread participation in organizational decision-making will help resolve status concerns of members. Lack of trust, power struggles, and competitiveness are causes of status problems. The amount of uncertainty that individuals feel

about their status and position in the organization and the amount of certainty felt about other members' status in the organization are the factors that need to be clarified. In general, the uncertainties about status create more stress in individuals than the natural status differences which are inherent within any organization.

The size of task groups also affects member feelings of satisfaction. In general, the smaller the number of people in a decision-making or work group, the greater the numbers reporting satisfaction with their participation. The question is how to develop a broad based participation model of implementation of career education using faculty groups, advisory groups, steering committees, etc. Many of these groups may number 10 to 100 or more and even representative subgroups may be large. One way of dealing with the complexity of large groups and multiple memberships within an organization is to form small groups for specific problem-solving and implementing functions. For example, a decision may be considered by a whole school faculty by breaking into small brainstorming groups with reports to the large group. Structuring the format for decision-making in large groups requires planning. At times informal settings and seating arrangements, and a variety of structured activities are needed to stimulate involvement. In smaller groups more people contribute and the highly vocal people take up a small percentage of "air time."

Organizations and decision groups have a growth pattern analogous to other living things. Generally as a group shares experiences, trust and cohesiveness increase. Process consultation can measure the developmental status of groups and organizations.

How to Decide

In implementing career education programs all of the various subgroups within an educational setting, which often are delineated by characteristics such as age, seniority, sex, social influence, resistance to change, etc., need to be considered. Authoritarian decision-making in its pure form in education is often replaced by attempts at democratic decision-making in which majority votes are used; however, in implementing change, an integrated decision by consensus is really needed if commitment to action is required by the participants. "Power play" majority votes for change where a disgruntled minority feels "railroaded" are costly in the long run.

Over-reliance on formal voting procedures can lead to many complex issues being focused prematurely into an artificial yes or no question. Accompanying side effects of the widespread use of the present voting procedures lead to decisions being made without the necessary commitment for implementation. A "false consensus" decision-making process can lead to invalid assumptions of general commitment to action, hidden agendas, and feelings of rivalry and competition rather than cooperation. Any effort toward integrated compromise and real consensus pays dividends. Greater productivity and creativity of decision outcomes should occur along with more satisfactory human relationships.

More consensus on decisions with accompanying greater commitment and creativity of solutions can be achieved by the use of such procedures as 1) tentative try outs, 2) informal polling of people's positions, 3) negotiation of common areas of agreement, 4) taking more time and effort to work

through decisions through direct personal interaction, and 5) clarifying responsibility for implementing decisions.

Polarization can occur between "change advocates" and the "resistors." The goal of decision by consensus would suggest efforts to incorporate the views of resistors and changing resistor attitudes rather than marshalling greater force among change advocates. The communication processes needed to achieve decision-making by consensus and cooperation involve trust and communication. Generating plans for change requires the involvement of the participants in the program. Administrators planning for teachers without teacher participation, and teachers planning for students without student participation risk engendering attitudes of resistance and a lack of cooperation.

Alternative Procedures for Decision Making

A totally healthy organizational climate is probably never attained nor is a truly integrated consensus achieved on every problem or decision a group faces; however, utilizing a variety of decision-making skills and procedures will help.

1. One person decides--a part of our cultural heritage in education and still useful in certain situations.

2. Whole group decides by a formal vote. Also a part of our cultural heritage, it has several advantages but also can lead to polarization and destructive conflict especially if over used.

3. Representatives of the group decide by a formal vote. Similar to 2, it is more practical in large groups, but requires good two-way communication.

4. Stop-gap compromises or agreements. Often a realistic interim goal in complex or heated issues.

5. Partial consensus involves some resolution of ideas, intentions, and feelings.

6. Integrated consensus of all members--the ideal--is seldom fully achieved in practice yet it is also often lost by lack of skill in decision-making.

7. The group decides little (permissive or low structure decision-making). This is also known as "What in the world are we doing here?"

Considerations in Selecting a Decision-Making Procedure

1. Who is affected by the decision?

2. What amount of commitment and participation in the implementation of the decision is required.

3. The size and logistics of the decision-making unit (large groups can create threat, small groups can suffer from a lack of broad experience and creativity).

4. The amount of time and resources available (hasty "power play" decisions or premature "false consensus" decisions can often be a false economy when the long range commitment is considered).

Rules for Decision-Making in Groups and Organizations

Step 1 Decide how to decide. This may be accomplished by choosing either specific people to decide, majority vote, or consensus to decide how decisions will be made.

Step 2 Specify clearly what is to be decided, or define precisely the issue to be resolved.

Step 3 Identify all possible alternatives. This may be accomplished by polling members, by making a list from member suggestions, and/or having some members identify alternatives to which others agree. It is important to insure that all members of the group or organization have the freedom to speak if they wish to. To find this information, you may have to see that each member is asked to participate.

Step 4 Explore each alternative
a. Identify the advantages and make a list.
b. Identify the disadvantages of each. Remember to ask in ways that will get all members to participate.

Step 5 Explore and elaborate the "personal" wants of each individual (what can each member give to the alternative and what can each member expect to receive from the alternative chosen?). It may be that each member will have to attempt to identify his personal involvement in each alternative.

Step 6 This is your first choice point. Information should be gathered and summarized by this step. Now select the alternative that has the most advantages and the most value to the individual members. Alternatives have value to people when people can both give and receive from the implementation of the alternative chosen.

Step 7 If a decision is not made at this time, then:
a. Explore for additional alternatives. This may require fact gathering by members.
b. Make a tentative decision and "live it" for a period of time.
c. Re-examine the individual wants of each member. Are the perceptions each member has about the alternative valid? Ask members for further elaboration of their personal involvement in each alternative.

Step 8 Now is the time to assess by summarizing and attempting to reach a decision on which of the alternatives has the most advantages and most value to the individual members. This can be accomplished by one or two members making a summary statement and proposing the choice or motion of the group..

A Climate for Change

The relationship between the organizational climate in the school and the success of career education deserves to be reinforced. How career education is implemented is at least as important as the content of the program. The pressures in society that favor shared decision-making are similar for all occupational fields (Work in America, 1973). If the schools are to be successful models in the career education process, participant decision-making is a necessity. Traditional bureaucratic structures of rigid, narrow role responsibilities, a highly centralized authority structure with competition, avoidance of threat, and economic security as the motivation is not suited to today's schools. The following chart compares various models of organizational decision-making.

Organizational Models of Decision Making

Model of Group Organization	Characteristics	Results from Consistent Use	Most Effectively Used
Authoritarian or Autocratic Decision Making	- All policies and procedures are determined by the leader without explanation. - Techniques on activities are communicated by authority, one step at a time. Subordinates are kept in the dark as to what the future might hold for them. - The leader or leaders remain aloof. - The leader or leaders initiate all activity.	- Morale is lowered, employees become irritable and - Employees become completely dependent on the leader or leaders. - Work stops when the leader is away. - Discipline and excessive griping become a problem. - Excessive absenteeism. - Passive resistance to rules, production standards, and changes.	- In emergencies. - In situations where there is a pressure of time, often an overused rationale. - In situations where there is poor discipline, discord in the group. - With poorly trained people who lack interest in the job. - At times when all other methods fail.
Participant Decision Making (Maximum Consensus)	- Where possible, policies are matter for group discussion. - The leadership clarifies goals and objectives. - Leadership seeks to draw ideas and suggestions from the group or team. - Leadership often consults with subordinates. - Leadership is often shared.	- Morale usually better and employees work on more friendly basis. - Relationship between formal leadership and workers is free and improved. - Loyalty to group or organization increases. - Time is lost in discussion and delay in getting work started. - Some workers or team members may not cooperate. - Time consuming in emergencies.	- With individuals and groups trained in the process. - Personnel of equal rank. - Highly motivated groups. - In developing leadership resources.
Permissive or Low Structure Decision Making	- Leadership is passive. Group has complete freedom in making policies and decisions. - Leadership makes a few suggestions and rarely takes initiative. - Makes no effort to evaluate work of group. - Exercises minimum of control. - Goals are vague and ill-defined.	- Haphazard. Work progresses at a slow rate. - Much activity, but little production. - Develops initiative. - Much time is lost in arguments. - Much shirking and non-cooperation. - Much member frustration.	- Highly trained and responsible individuals who are specialists. - In situations where subordinates have had more training and experience in their job than the leaders. - Where accountability is insured by other means.

The following graph can be used in analyzing school-community organizational climate. The discussion questions might be used in a career education planning-support group.

A Climate for Problem-Solving
and Communication

High Risk Taking — High Trust Levels

Inform — Explore

Group Members Persuade — Group Members Accommodate

DEVELOPMENTAL LINE

Group Members Command — Group Members Comply

Fight — Flight

Low Risk Taking — Low Trust Levels

Discussion: 1. Where is our group/organization in terms of Risk Taking?

2. Where is our group/organization in terms of Trust Level?

Another way to analyze organization decision-making in a particular setting as well as the role of a change catalyst is to administer the following survey to people involved in current programs.

Survey of Reaction to Organizational Change

1. The rationale for the program change or proposal is:
   _____ very clear to me
   _____ somewhat clear
   _____ unclear
   _____ other _____

2. The degree of my personal involvement in the program change (or proposal) is:
   _____ I feel primary involvement
   _____ I feel a limited involvement
   _____ I feel uninvolved
   _____ other _____

3. The decision-making process utilized was:
   _____ a true consensus
   _____ a majority, near consensus
   _____ a successful power play by a few
   _____ almost authoritarian in nature
   _____ other _____

4. The amount of unresolved conflict as this point is:
   _____ practically non-existent
   _____ fairly well defined
   _____ hidden
   _____ other _____

5. The amount of cooperation I observed was:
   _____ very evident
   _____ evident at times
   _____ subservient to competition
   _____ other _____

6. The individual contributions of the consultant (or name) were:
   _____ very evident
   _____ somewhat evident
   _____ not observed
   _____ other _____

7. The individual contributions of the consultant (or name) were:
   _____ very helpful
   _____ helpful
   _____ obstructive, please comment_____
   _____ not observed
   _____ other _____

8. Additional Comments:

Leadership Resources

The concept of leadership in groups and organizations is often debated. The "great man" theory of leadership is being superceeded by the functional processes theory of leadership. The "great man" theory emphasizing personal authority and charisma fits the traditional hierarchical structures of bureaucracies and industrial worker line relationships. Functional leadership is much more in tune with the current emphasis upon shared decision-making and job redesign. Usually groups and organizations will have some people in designated leadership roles; however, a number of different leadership functions must be performed. Effective groups and school organizations will have a large number of people performing a variety of leadership functions in a variety of situations. Leadership functions (Bales, 1950) can be categorized as in the following chart:

Leadership Functions

1. Task Functions: These leadership functions are to facilitate and coordinate group effort in the selection and definition of a common problem and in the solution of that problem.

   Initiating: Proposing tasks or goals; defining a group problem; suggesting a procedure or ideas for solving a problem.

   Information or opinion Seeking: Requesting facts; seeking information about a group concern; asking for suggestions or ideas.

Clarifying or Elaborating: Interpreting or reflecting ideas and suggestions; clearing up confusions; indicating alternatives and issues before the group; giving examples.

Summarizing: Pulling together related ideas; restating suggestions after group has discussed them; offering a decision or conclusion for the group to accept or reject.

Consensus Testing: Sending up "trial balloons" to see if the group is nearing a conclusion; checking with the group to see how much agreement has been reached.

2. Climate Functions: Functions in this category describe leadership activity necessary to alter or maintain the way in which members of the group work together, developing loyalty to one another and to the group as a whole.

Encouraging: Being friendly, warm and responsive to others and to their contributions; showing regard for others by giving them an opportunity for recognition.

Expressing Feelings: Sensing feelings, moods, relationships within the group; sharing feelings with other members.

Negotiating: Attempting to reconcile disagreements; reducing tension; getting people to explore their differences.

Compromising: When one's own ideas or status is involved in a conflict, offering to compromise one's own position; admitting error disciplining oneself to maintain group cohesion.

Tracking: Acknowledging contributions, attempting to keep communication channels open; facilitating the participation of others; suggesting procedures for sharing the discussion of group problems.

The preceding list of leadership functions can be a checksheet for process consultation as well as criteria for assessing leadership resources within the school-community setting.

Constructive Conflict

Conflict is inevitable in implementing career education on a broad scale. Eliminating conflict between people, departments, and other groups is impossible. Little or no observable conflict in an organization undergoing change is indicative of hidden conflicts. Differences of opinion, intentions, interests, and experiences are probably increasing at a time when everyone (including students, teachers, and parents) wants to have power and influence over what happens to them.

Conflict is destructive when differences are either hidden, expressed indirectly, or put into a win-lose solution. Hidden conflicts by their nature are difficult if not impossible to resolve in a way that is satisfactory. Emotional energy is often drained away from the stated tasks and a climate of diffuse stress is usually the result. Conflicts in groups and organizations are most likely to be expressed indirectly. Indirect conflict expression may

take the form of rivalries and arguments about issues that are not directly relevant to the problem at hand. Closely related to indirect expression of conflict is win-loss orientation. In each case people's energies become invested in power struggles and competition which diminishes the chances of quality decisions being made as well as the chances of any decision being implemented.

An example of hidden conflict as well as a too smoothly organized program promotion occurred in one school building's inservice program. A need was seen by a small group for a faculty inservice on the processes of decision-making and educational change. The small group enlisted the principal's support and with the aid of an outside consultant organized an advisory committee of key formal and informal power people within the faculty. The inservice program was presented to the faculty for support without any open resistance or conflict and barely any discussion. The promotional team effectively represented all the vocal power groups within the building in terms of silencing opposition. As the inservice program progressed it became increasingly evident that a great deal of resistance and hidden conflict were present. No effective opportunity had been presented for openly airing conflicts and concerns in opposition to the program.

The inservice program had been smoothly planned and implemented on a broad scale; but the real support base was narrow as was the planning input. Unexpected conflict and resistance during the program might have been minimized if the planners had not been so "effective" in squelching resistance before hand.

Conflict is constructive when it is openly approached with a problem-solving orientation. Openly problem-solving conflict is a difficult achievement. It is not easy for an observed as well as for those involved to know if the expressed differences of opinions and interests are real or disguised. When conflicts are open as to feelings and ideas they can be viewed as problems to be solved in some manner. The problem-solving efforts focus on the real issues.

A problem-solving orientation to conflict means that conflicts are not avoided or disguised but looked upon as natural events in the change process. A no lose orientation is needed in the problem-solving process. All parties to the conflict need to have a voice in seeking a solution. It is unrealistic to expect all conflicts to be resolved to the total satisfaction of all parties. Conflicts need to be resolved to the point where they do not sabotage the success of the program. Unresolved conflicts that are openly identified and viewed as problems rather than win-lose contests can be lived with concurrently with the successful implementation of programs. Sometimes program goals may need to be modified or reduced in light of unresolved conflicts.

Cooperation Through Negotiation

Negotiation represents a process to resolve conflict and gain the necessary cooperation to implement programs. The team cooperation is much abused; here it is used to mean joint action on common goals with a variety of task specializations. Generally if a group or organization will take joint action if 1) there are perceptions of common goals, 2) there is good communication within the cooperating unit, and 3) the rewards are perceived as greater for

cooperation than for competition. Both cooperation and competition occur as natural processes within school-community setting, depending, in given situations, on the quality of the three preceding conditions. In order to implement career education, cooperative efforts have to occur on a broad scale. For example, if a career education program involves several departments, school buildings, and community agencies, some common goals must be found that are apparent to each group. Common goals are not a sufficient condition for cooperation. People in the proposed cooperation unit must expect more payoff from joint action than from action within smaller interest groups.

The process of determining an "umbrella" goal which encompasses the entire proposed cooperation unit often requires bargaining to negotiate a common goal. The bargaining process requires open, two-way communication, and an ability to give and receive offers and counter offers. True negotiation is possible only if all parties perceive a mutual influence. Each party in the negotiation unit must feel they have some power and influence upon the other parties and at the same time perceive the other parties as having power and influence upon them. Open communication of needs and feelings is essential to the negotiation process and also furthers the development of trust within the negotiation-cooperation unit.

RESISTANCE TO CAREER EDUCATION

The importance of incorporating resistant forces into career education has been discussed. Now specific examples of issues and arguments of resistance to career education are needed. The following issues and arguments are frequently encountered in varying degrees when attempting to promote career education.

Issues and Arguments of Resistance	Promotional Approaches
1. Career education's goals are too vague.	1. Probably true--in terms of implementing programs, more specific objectives are needed.
2. Career education is concerned only with the economic part of human activity.	2. This depends on one's definitions and orientation. Many programs put equal emphsis on humanistic man and intellectual man.
3. Career education is overly simplistic in terms of occupational choice as a one time matching process based only on job information.	3. Modern career development theory emphasizes life-long decision-making in a psychological context.
4. Career education results in a rigid tracking of students to meet manpower needs.	4. Hopefully more rather than fewer options will be available as well as more emphasis on human potential. Also see 2 and 3 above.
5. "Future Shock"--the rapid changes in society, schools, and occupations makes career education outdated.	5. Helping students cope with rapid change and to think futuristically is one objective of career education. Also see 3 above.
6. Students are being forced to make decisions about their future at too early an age.	6. Personal decision-making and life planning is best taught using current life situations.
7. Changes in sex roles affecting occupational and family life are not shown in career education.	7. Career education programs like other school programs have not always kept pace with social change.
8. Career education is too costly.	8. Curriculum enrichment, refocusing of objectives, and greater use of the community are major career education strategies--none of which are expensive.
	9. Career education can increase the personal meaning of education and thereby increase motivation.

The examples represent only some of the legitimate concerns that are raised about career education. Some of the issues may involve semantics but often value questions are raised. The change agent will want to plan for such resistance and not react defensively. Presenting both the potential advantages of career education as well as the problem areas is the most effective in the long run.

LARGER COOPERATION UNITS

Career education is one of several forces in our society generating the need for school groups and organizations to enter into a greater variety of cooperative relationships. Many of these cooperative relationships may be for very specific purposes and of short term duration.

Cooperation units and relationships might be linkages between elementary, secondary, and post high school institutions, departments, schools, employers, community agencies, and the state department of education.

Developing cooperating processes is not easy and negotiation of common goals and understanding differing institutional jargon and communication networks are necessary. Examples of potential payoffs from such efforts include more effective use of resources, articulation of programs to avoid unnecessary duplication, school credit exchanges, and a greater variety of alternatives for completing educational requirements, physical plant, materials, research and development efforts, and staff exchanges.

One illustration of school-community cooperation is illustrated by the Community Career Center (New Hope, Minnesota) sponsored by the Robbinsdale Schools. Over the past three and one-half years the Community Career Center, consisting of a counselor and a job counselor, has facilitated a broad range of services to over 1000 people. The center services include alternative schools, night school, job referrals, and educational, career, personal, and family counseling. The center operates from a shopping center rather than a school building. While priority is given to students who have interrupted or terminated their secondary school education, young adult and middle age clients are also well represented. A basic concept of the center is to bring to bear upon individuals all of the appropriate community resources without unnecessary duplication. The efforts of all of the school and community resources are coordinated and focused on individuals and their needs. Without such common goals and coordinated efforts the center could not provide services to so many people with such a limited staff.

A sampling of the wide variety of community agencies and institutions which the center uses is as follows:

1. Placement Services
   - A. State Department of Manpower Services, Inc.
   - B. Associated Clerical Services
   - C. Neighborhood Youth Corp.
   - D. Volunteer Service Placement

2. Educational Alternatives
   - A. Vocational Schools
   - B. Schools for High School Credit

3. Miscellaneous Services
   - A. B'Nai Brith
   - B. County Offices
   - C. Society for the Blind
   - D. Drug Counselors, Psychiatrists, Psychologists, Social Workers

For further information contact the Community Career Center

7695 42nd Avenue North
New Hope, Minnesota 55427
phone 612-533-5404
Betty Olson, Counselor
Lynda Goodwin, Job Counselor

References

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Marc, Robert. Loneliness in the Schools. Niles, Illinois: Argus Communications, 1973.

Work in America. Report of a Special Task Force to the Secretary of Health, Education, and Welfare, MIT Press, Cambridge, Massachusetts, December, 1973.

The following list summarizes the characteristics of shared decision making:

SEVEN C'S OF SUCCESSFUL ORGANIZATIONAL EFFORT

There are seven interpersonal issues which determine the success of any organizational effort. They are:

1. Commitment - The degree of commitment each member has to both the goals and the methods of reaching those goals as decided by the group or organization.

2. Control - People differ in the amount of control they wish to maintain over those around them and in the amount of control they wish to have others impose on them. Some control is obviously necessary in any organization. How much and how it gets exercised must be worked out within the group.

3. Closeness and Cohesion - The amount of interpersonal closeness which is desired and which is necessary for any group effort is difficult to assess. Some group members want warm, close relations with everyone, while others prefer to maintain more social distance.

4. Conflict Management - If two people think exactly alike, there is no need for one of them, therefore, in the push-pull of team effort,

conflict is to be expected. Conflict can be handled through various approaches, including using a problem-solving model of generating a wide range of alternates and selecting the one most agreeable to all.

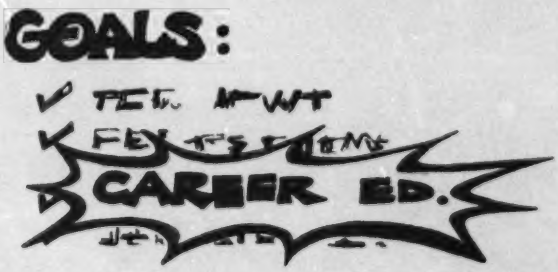
5. Creativity - Most people have much more creative potential than they realize. it takes courage to reach "far-in" and come up with something "far-out." It also takes a feeling of support from each other - a healthy respect for each person's individuality. But without it, a team is "hum-drum."

6. Cooperation/Competition - The proper balance between a genuine cooperative atmosphere in which each wants to pull at least his/her share of the load, and a healthy sense of competition which fosters that extra bit of effort, is difficult to maintain, but just being aware that a balance is needed may help.

7. Corporate Planning - Real corporate planning takes time. It's easier to assign responsibilities and "take turns" than it is to do real "corporate" planning and "team" teaching, but if the other 6 C's are taken care of, corporate planning becomes both satisfying and productive beyond that possible by any individual. The whole becomes far greater than the sum of its parts.

Schools have been characterized as "aging bureaucracies" plagued with increasing regimentation and stifled creativity. Staff morale is a major factor in implementing career education for the feelings of worker satisfaction among the adults in the school and community setting will directly affect the quality of student programs.

Career education as a voluntary activity on the part of staff presents minor problems in implementation; however, authoritarian directives as to how career education is to be implemented are also self defeating. Ideally school boards and state education agencies would firmly establish career development as a goal of education, leaving outcomes general and leaving the actual implementation to the school staffs.



EXAMPLES OF SHARED DECISIONS

The use of advisory committees and task forces can serve as examples. More detailed information will be found in the Planning/Management, Career Learning Centers and Community Participation implementation booklets.

Roseville's Advisory-Task Force Structure

A School-Community Advisory Committee advises on general program policy and coordinates the work of task forces in specific areas. The Advisory Committee represents teachers, students, administration, guidance, business-labor and parents. The committee is limited to twelve members and meets at least monthly.

Several task forces assist the career education staff and the Advisory Committee in the generation of implementation concepts, and in providing a broad base of involvement and commitment.

Examples of Task Force Committees and their functions are:

a. Career Learning Centers	Promotion of usage by staff, students and community, formative evaluation.
b. School-Community Resource Directory	Promotion of usage and elicitation of community sites and personnel.
c. Parent-Student-Community Education Programs	Program formats and promotion.
d. School-Community Exchanges and Internships	Promotion and elicitation of sites and personnel.
e. Curriculum Writing	Validation of the accuracy of career role simulations, instructional goals for schools especially school and work meanings and values.
f. Program Evaluation	Evaluate criteria and assist in reporting data to the various consumers of evaluation reports.
g. Elementary Career Education	To articulate and update the K-6 program.

Each task force represents all relevant school and community groups and is initiated only for specified durations.

Building steering committees coordinate career education in each of the schools. On-going needs assessments, awareness programs, sharing in the planning for the allocation of materials, curriculum writing, and workshops are examples of building committee activities.

An example of the Advisory Committee's contribution to policy was the following program priority ranking which was tabulated and incorporated into the 1977-78 Roseville Career Education plan:

For Action - Advisory Committee Review January 10, 1977

Do we need to do more or less in any of the following areas?

More Emphasis	Same Emphasis	Less Emphasis	
_____	_____	_____	New curriculum development
_____	_____	_____	Current curriculum disseminated among the staff
_____	_____	_____	Staff exchange program
_____	_____	_____	Student shadowing program
_____	_____	_____	Career Learning Centers - materials staff time
_____	_____	_____	Staff workshops
_____	_____	_____	Parent programs
_____	_____	_____	Programming for follow-up next year
_____	_____	_____	Local evaluation
_____	_____	_____	Other_____
_____	_____	_____	Other_____